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INTRODUCTION

2019 POLICE SERVICES STUDY

A. Purpose of Study

During the March 2, 2019 Strategic Planning Session, the Queen Creek Town Council directed staff to conduct a study to evaluate the issues and options related to the future of law enforcement services within the Town. This study was initiated for the purpose of conducting research and evaluation in the following areas:

- Determine the required law enforcement resources that will be needed as the community continues to grow and evolve.
- Conduct a comparative analysis of other police departments.
- Evaluate the delivery of services and how to maintain appropriate levels of service with Maricopa County Sheriff's Office, a municipal police department, or other option(s).

B. Methodology

A multi-disciplinary team of Town staff was assembled to conduct this study, including staff from the Town Manager's Office, Human Resources, Finance, Information Technology, Public Works, and Communications, Marketing and Recreation. District 6 Captain Lugo was an important resource, working collaboratively with the team regarding current services provided under the MCSO contract and data on District 6. The team also worked with the Town's public safety consultants Richard Hendricks and Jim Keith.

Richard Hendricks has been a certified peace officer for more than 30 years, serving 12 years as the Chief of Police with the Logan City Police Department in Logan, Utah. Hendricks also served on the Utah Chapter of the FBI National Academy Board and served as organization president. In addition, he served two terms as President of the Utah Chiefs of Police Association and the Western Community Policing Institute as a Team Leader and presenter for five years.

Jim Keith served 34 years as a certified peace officer, including 14 years as Chief of Police for Washington City, Utah. He was hired in 2005 to organize and build a police department for the City, which was contracting with the County for law enforcement services at the time. Keith served in the International Association of Chiefs of Police as the small agency section chair, currently serving on their policy advisory group, and has served on the Utah Chiefs of Police Association in several capacities. Keith has also worked as a professional policing consultant with the Department of Justice to rebuild quality police services and structure in challenged departments.

This study was conducted via a process of interviews and tours with other municipal police departments and Maricopa County Sheriff's Office, data collection and analysis, and comparative evaluations (See Appendix 1 for Comparison Cities Tables). The Town consultant team's experiences as police chiefs and police consultants were incorporated as appropriate. A gap analysis was conducted to identify the police services desired by the Town, evaluate current law enforcement services and performance, as well as possible options as the Town's needs change and grow as it continues transitioning from a rural community to a more urban environment.



INTRODUCTION

2019 POLICE SERVICES STUDY

C. Goals of Law Enforcement in Queen Creek

The governing body of Queen Creek, Arizona desires to provide a policing program to the community and municipality that embodies the following components:

- Community policing philosophy to maximize community interaction and involvement;
- Intelligence-led policing philosophy to prevent crime rather than exclusively react to crime;
- Mitigate the impact of growth on the rates of crime; and
- Maintain and enhance the quality of life in the community.

This study will evaluate the following questions regarding those goals:

- Does the current law enforcement services contract with the Maricopa County Sheriff's Office have the capacity to deliver the desired policing program?
- Can changes to the contract be made to increase current capacity or has the organization exhausted options?
- Do other options need to be identified?



HISTORY OF LAW ENFORCEMENT IN QUEEN CREEK

2019 POLICE SERVICES STUDY

The Town's contract with Maricopa County Sheriff's Office (MCSO) for law enforcement services was established in 1990 shortly after the Town's incorporation. At that time, the Town contracted for 25% of one patrol beat. In 2003, the contract was increased to one full patrol beat, or five deputies. As the Town began to experience rapid population and business growth, additional beats were added to the contract.

Most recently the Council approved a fiscal year (FY) 2020 contract for six beats, equating to 49 sworn officers, one crime analyst, and two administrative staff. The FY20 annual contract amount is \$8,067,642. Queen Creek is MCSO's largest contract of any of its eight contract policing cities, with the next largest contract being with Fountain Hills at \$4,675,700 and 3.80 beats for FY20.

Since the establishment of the contract with MCSO, the Town has completed two master plans to assess the Town's law enforcement services and developed a strategic plan for providing these services in the future. The Council's 2019-2024 Corporate Strategic Plan's Safe Community strategic priority includes goals based on the recommendations from these master plans, as well as the Law Enforcement Strategic Plan.

- The first master plan was the Buracker Study completed in June 2004. Stakeholders who participated in this study commented that a Town police department should be seriously considered when the population reached somewhere between 30,000 - 50,000 residents. These comments are often referenced as the population threshold for starting a municipal police department; however according to the Buracker Study, there is no prescriptive formula for making a decision on establishing a police department. The level of satisfaction with services, costs and the political landscape are all potential factors the study notes as influences for the decision to start a municipal police department.
- In 2011 and 2012, still experiencing the effects of the Great Recession, the Town initiated a review of policing services to examine needs and costs and explore options for increasing services by improving efficiencies. As a way to manage costs while preserving public safety, the Town reduced the number of beats from five to four and began working with MCSO on performance measures to increase efficiency. The police services review included requesting a proposal from the City of Mesa to determine whether they could provide a higher level of service with a greater capacity for cost containment. In order to provide an equitable basis for comparative analysis between the MCSO and Mesa proposals, a set of benchmarks (with performance measurements) were created in the areas of Town Manager reports, Budgeting Criteria, Police Operations, 911 Communications, and Crime Prevention. Ultimately, the proposal from the City of Mesa was much higher in cost than the contract with MCSO, and still held the same disadvantage of providing little or no autonomy and accountability for the Town's policing program. The outcome of the review was a more performance-based program with MCSO; however, the performance standards never materialized in the official contract.
- The second master plan study was the Report and Analysis of Police Services by the Center for Public Safety Management (CPSM Study) completed in March 2016. This study provided a quantitative and qualitative analysis of the MCSO patrol operations within the Town, and completed a SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats). The CPSM Study found that staffing levels compared to the workload were more than adequate at that time and allowed for significant opportunities for the patrol force to engage in proactive community-oriented activities, confirming their availability to perform directed patrol hours.
 - o Like the Buracker Study, the CPSM Study found that there is not a specific population threshold for establishing a municipal police department, but rather this decision should be based upon determining if the MCSO contract continues to meet the needs of the community (i.e. service levels are adequate, there is a positive relationship between the Town and MCSO, and upon a favorable comparison of operating costs between the MCSO contract and establishing a Town police department).



HISTORY OF LAW ENFORCEMENT IN QUEEN CREEK

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Shortly after the completion of the CPSM Study in 2016, the Town's first Five-Year Strategic Plan for Law Enforcement was prepared to further the Town policing program's approach to community policing.

The plan includes four outcomes with defined strategies to accomplish each outcome:

- Foster a safe and vibrant community to enhance the quality of life by preventing, reducing, and solving criminal activity and fear of crime;
- Provide safer roadways in Queen Creek by reducing collisions and improving driving behaviors through traffic enforcement and education;
- Increase community trust, interactions, involvement, accountability and enhance MCSO's identity in the Town of Queen Creek; and
- Foster a culture of compliance and employee performance and development.

The current study is being conducted as part of the regular monitoring of current conditions as recommended by both the Buracker and CPSM studies. The changes in the community that have occurred since the previous two studies reflect the transition from a rural to a more urban community. "Urban" is defined as a higher density of population, increase in non-residential land uses, and increase in traffic.



IMPACTS OF GROWTH ON LAW ENFORCEMENT

2019 POLICE SERVICES STUDY

The Town has experienced an annual population growth rate between 6-10% for several years and is anticipated to see a continued high rate of growth over the next five years and beyond. Residential growth places a significant demand on law enforcement services to maintain a responsible and timely response time to the increasing volume of calls for service.

Over the last five years, there has also been a 62% increase in acreage zoned for commercial uses and a 132% increase in acreage zoned for higher density residential (R1-12 or smaller). The total square footage of non-residential space that has been added since 2010 is 1,767,810 SF. Non-residential development requires specific directed patrol strategies to stop or prevent crime from occurring and will continue to demand more time from law enforcement services to maintain the safe environment that exists now. With the addition of both residential and non-residential development, traffic issues will continue to be the number one safety issue for the Town.

The Town's law enforcement program has also been greatly impacted by external influences from the growth in San Tan Valley, creating substantial demands on the program's traffic performance. Pass-through traffic creates a need for directed patrol to help prevent incidents and provide for a quick response that will mitigate the impact of incidents on the traveling public. San Tan Valley's crime statistics differ from Queen Creek's, but proactive, intelligence-led policing strategies will need to be employed to prevent crime from having negative impacts on the Queen Creek community.

While the Town's crime rate is comparatively low, the challenges associated with a fast growing population, and a larger population (approximately 110,000) just outside Town boundaries who commute through Queen Creek, have created the need for community-oriented law enforcement that responds directly to Town leadership and can provide the proactive community-oriented policing strategies needed by the community. The need for partnerships and relationships within the community will be needed more than ever before to avoid negative impacts on the entire policing efforts within the Town.



OPTIONS CONSIDERED IN THIS STUDY

2019 POLICE SERVICES STUDY

A. Status Quo:

MCSO Continuing as the Town's Police Department

The agreement with MCSO has been beneficial for the Town, yet continuing growth positions the community to reach more than 70,000 residents in the next five years. The current FY20 contract with MCSO for six beats is \$8,067,642. Over the next five years, the Town anticipates adding another two full beats, for a total of eight beats and an estimated FY25 annual contract amount of \$13,265,165.

Establishing regular reporting has been a priority for the Town, and while the local MCSO representatives have done their best, there has been an ongoing and significant lack of communication between MCSO and the Town. During the early to mid-2000s the Town also had challenging experiences with MCSO's records management system, including the department losing and later finding nearly 1,500 records.

In 2011, the Town began working with MCSO to establish performance measures that defined community policing and intelligence-led policing. Additional directed patrol hours were identified in the contract that were aimed at developing community policing practices and being strategically proactive at problem solving, rather than just responding to calls as they are received. Directed patrol is a tactic or process used by law enforcement agencies to reduce or stop crime in a specific or problematic area, this is a key component in developing a Community-Oriented Policing (COP) program. The Town also hired police consultant Richard Hendricks to assist with the management of the MCSO contract, provide instruction on community policing to MCSO, assist with planning directed patrol hours, and work with the District 6 Captain to provide regular reports to the Town.

The expectations established for the Town's police program included total directed patrol hours at 40% (approximately 1,700 hours per month) of the total patrol time. Within the directed patrol time, 30% (approximately 480 hours per month) are asked to be used on strategic initiatives such as the traffic initiative. These performance measurements have been informally agreed to by MCSO leadership, but to date, the Town's attempts to achieve these and other performance standards in the contract with the agency have not been accepted, incorporated or met.

As the Town has requested additional beats to accommodate for the growth of the community and better communication, MCSO has experienced challenges in filling positions, time-management issues associated with the extra administrative efforts required by the Federal oversight of the MCSO organization and competing priorities. Additional information regarding the Federal oversight of MCSO is included on page 16. During the last contract year, deputies who were assigned to community policing tasks have been reassigned to basic patrol shifts to fill the extensive number of position vacancies experienced by District 6. MCSO has a limited capacity to meet the growing needs of an urban-based community that requires a high level of community engagement and communication.

B. Municipal Police Department.

This study provides an analysis of the option for creating a municipal police department.



OPTIONS CONSIDERED IN THIS STUDY

2019 POLICE SERVICES STUDY

C. Contracting with an Adjacent Municipality

One of the options considered in this study was contracting with an adjacent municipality for law enforcement services such as Gilbert or Mesa. The Town Manager met with both municipalities to discuss this option. Both cities were willing to consider a contract; however, there would be a number of challenges that would need to be overcome, including:

- The volume of crime and workload in an adjacent municipality presents the potential for officers assigned to Queen Creek being dispatched into the neighboring municipality because of back-up policies and emergencies.
- There is the potential for the loss through attrition of personnel pursuing career paths within respective police agencies.
- There is a lack of direct control over managers and officers.
- Challenges associated with getting an outside agency to meet the specific desired outcomes and needs of Queen Creek elected officials and Town leadership.
- Decisions by the Town or City elected officials to continue funding may impact the ability of other police departments to provide incremental increases in services or continue services. For example, Mesa has labor agreements that impact resources and overall policing activities that may present conflicts to Queen Creek's desired goals.
- The philosophy of elected officials relative to the contract services may change with the election of new officials.



DESIRED POLICE PROGRAM: DEFINED

2019 POLICE SERVICES STUDY

A. Community-Oriented Policing Philosophy (COP)

The community policing effort is a department-wide philosophy involving all members of the organization, at every level. It is a directed and structured effort to engage the community at all levels, including developing sustainable partnerships. These partnerships are then able to collaboratively solve problems as they arise in the community. The more involved law enforcement is with the community members they are sworn to protect, the more residents and businesses can help law enforcement achieve their goals.

The COP effort will build and maintain the desired trust, confidence, and transparency within the community in order to prevent crime. COP differs from traditional policing in the following ways:

- It focuses on engaging and partnering with the community to prevent crime from happening rather than just responding to crime after it occurs.
- Focuses on creating a safe social environment.
- Enhances trust among community members to encourage participation with law enforcement.
- Engages residents to determine which crime is most affecting their area, thereby providing for more accurate law enforcement and prioritizing what topics/areas the community feels is most important.

The benefits of a COP structure include:

- Increased engagement with the community resulting in more trust and a more favorable view of local law enforcement.
- Positive approach to managing the rate of crime.
- More accurate information from residents regarding criminal activity in their community.
- Better understanding of the needs of citizens and their expectations of the police.
- Enhanced customer service.

B. Reporting Process

A quality, consistent, accurate, and detailed reporting structure is necessary to achieve desired outcomes with the community's public safety services. An adequate and current technology-based reporting system will allow for the department to implement intelligence-led policing and direct patrol efforts to the areas with specific needs throughout the community. It will also allow for accurate reports to be readily generated, available to staff, residents, business owners, and elected officials as needed. The reporting process is the key to capturing the data needed to create a safe and collaborative working environment for staff and the community, and it is also the key to accountability.

Currently, the crime statistics are reported to state and federal agencies using MCSO's overall numbers rather than breaking out District 6 Queen Creek specifically. While Queen Creek has a perceived low crime rate, the community is combined with the rest of the county when numbers are reported. A municipal police department is reported independently, providing complete, accurate information about the community specifically. These crime statistics are often used by the media and other organizations when defining "safe cities" and other general agency reports, so it is in the community's best interest that they be as accurate and defined as possible.

An effective records management system (RMS) is crucial to the success of the Town's law enforcement program. The technological platform utilized within a COP department becomes the foundation of all strategic planning. The deployment of resources, the utilization of manpower, the expenditure of budget dollars and the tracking of



DESIRED POLICE PROGRAM: DEFINED

2019 POLICE SERVICES STUDY

actual outcomes is completely dependent on the RMS technology. Comparative Statistical Analysis, Management Dashboards, along with monthly reports and summaries become a style of management that defines the COP interaction both internally and externally. This technology creates the “branding” of the department and creates the statistical data necessary to support department and community-based desired outcomes.

C. Policy and Procedure that Corresponds to Town Procedures and Expectations

Current, adequate, specific, and regularly updated policies are critical to the mission of any successful and sustainable police department. Good policies provide: consistent department operations; a plan for training and equipment needs; responsible decision-making processes; reduction in liability to the Town/department; accountability of all staff members; and a structure for a professional public information process - all while being consistent with Town expectations and desired outcomes. The community-oriented policing component should be part of every policy, as it will create opportunities to interact with other Town departments; and host and attend community/department events and social and media activities.

D. Improved Management Communication

Communication is one of the most important components of a high-functioning department/Town or team, providing clear understanding and transparency. Without quality communication at all levels, and in all forms (written and verbal), expectations and desired outcomes will not occur. Weekly, monthly, and annual meetings/reports will occur only if there are expected, structured and accountable communication processes in place.

E. Staffing Levels

Staff members are the Town’s most valuable asset. It is critical to have governance over the hiring, retention and firing of staff members. It is nearly impossible to have the Town’s expectations and desired outcomes achieved with their police services if they are not involved in staff functions to include: responsibility, accountability, internal affairs investigations, disciplinary actions, promotions, salary and benefits, retirement contributions, equipment needs and purchases, etc.

The Town of Queen Creek has a reputation for being innovative, professional, and a best place to work, and this culture must extend to law enforcement. The Town’s investment in staff training and growth is directly related to creating that positive, professional culture that benefits the entire community. Should the Town create a municipal police department, it will be essential to maintain Queen Creek’s “One Town, One Team” approach to all members of law enforcement, setting the department up for success.



DESIRED POLICE PROGRAM: DEFINED

2019 POLICE SERVICES STUDY

F. Customer Service/Quality of Life

Consistent and ongoing efforts to engage community members at every level, demonstrating that police officers are a key part of the community, and that residents and stakeholders are the priority of the police officers, will enhance the overall sense of community and raise the level of appreciation for the services the Town provides. Creating a positive and friendly environment for community members will increase their trust and confidence in the staff and services provided by their police department, ultimately enhancing the quality of life and customer service residents enjoy in the Queen Creek community.

- **Lobby interactions/presentation**

The lobby area of the police department may be the first place a community member has an interaction with the Town's law enforcement services, providing a first impression about Town services that will be long-lasting. Therefore, it is in the Town's best interest to provide a user-friendly, service-oriented experience where they walk away feeling heard and assisted without unnecessary complexity. This culture of excellence in customer service will build trust and confidence in the police department and the Town.

- **Media relations and social media**

Generating quality content for the Town's multimedia platforms will enhance transparency, trust, confidence and ongoing dialog with the community. Providing a professional, interactive and approachable public information effort will enhance the reputation of the police department and its processes, maintaining the human element of law enforcement operations. The timeliness and accuracy of communication are also crucial so the community feels safe, rumors are avoided, and residents are able to make proactive decisions regarding news and updates that may impact their daily lives. The Queen Creek community relies heavily on social media for information, which necessitates the need for quick and accurate reactions and responses by public safety, in addition to the needs of traditional media outlets.

- **Report access**

Readily available, on-site records and report processing at the police department is one of those services that is expected, along with interactive online services that are routinely sought by community members.



LAW ENFORCEMENT OPTIONS

2019 POLICE SERVICES STUDY

A. Current MCSO Contract

The Town's FY20 contract with MCSO includes six beats for a total of 52.19 FTEs, with 49.19 sworn officers. The Town's five-year budget projection includes adding a beat in FY22 and another beat in FY24. One beat is the equivalent of five deputies, and any additional sergeants or lieutenants needed to maintain supervisory span of control.

The five-year projections for growth of the MCSO contract are provided in the table below, assuming a 5% annual increase in the cost of the contract. The projected 5% annual increase is the Town's estimate. According to our contract, MCSO provides the cost worksheets for the next fiscal year each February. Over the last five years, annual cost increases have ranged from 5% to 8%.

	FY21	FY22	FY23	FY24	FY25
Total FTEs	52.19	57.69	57.59	63.75	63.75
Sworn FTEs	49.19	54.69	54.69	60.75	60.75
MCSO Contract	\$8,680,840	\$10,286,600	\$10,771,890	\$12,633,490	\$13,265,165

Although the Town's FY20 contract includes six beats, MCSO has not yet filled the five deputy positions for the sixth beat approved for FY20. MCSO also continues to have vacancies or long-term absences in the existing positions. At the beginning of FY20, there were six vacancies/long-term absences (12% of the sworn FTEs), with three positions being filled in September.

In addition to the deputies themselves, the MCSO contract includes other services associated with law enforcement.

- Evidence storage is included in the contract with MCSO. Evidence is processed onsite in the Town's Law Enforcement Building, and then transferred to a warehouse downtown. MCSO also currently handles the legal mandated impound process of certain automobiles for 30-day holds.
- Jail and housing fees for arrests are covered within the contract with MCSO.
- MCSO provides crime lab services for certain types of processing such as forensic crime scene investigations onsite, collecting and processing evidence at the scene, field testing, fingerprinting, and some firearm ballistic testing. The Department of Public Safety (DPS) crime lab is used for further testing such as DNA processing and blood alcohol or drug content.
- Dispatch services are provided by Maricopa County. The FY20 contract with MCSO includes 3.55 dispatch FTEs at a cost of \$244,571.
- The Town also has access to MCSO's specialty units such as SWAT, Canine, Bomb Squad, Special Investigations, Major Crimes Division (homicide, special victims unit, fire investigations unit, vehicular crimes unit, animal crimes unit, computer crimes unit), internal affairs, and the criminal intelligence/counter terrorism unit.
- Information Technology equipment and support is paid for under the contract. This includes desktops, laptops, body cameras, records software, data storage and technical staff report. However, the current records system used by MCSO does not allow for the reporting capabilities and analytics requested by Town Management. The reports provided by MCSO are created by the crime analyst and captain outside of the software system. The reports have been delayed due to several circumstances. The crime analyst position was vacant for an extended period due to the County's hiring practices. Statistical data was inconsistent and retracted on some occasions. The RMS technology at MCSO has been an ongoing process of upgrades and new interfaces. This process has been a burden for the Captain and staff to produce relevant or accurate data.



LAW ENFORCEMENT OPTIONS

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- Hiring for deputies is conducted through Maricopa County. MCSO decides when to conduct a hiring process, who is hired, and where in the County the deputies are assigned. While the Town has vacant positions, deputies may be assigned to other districts within Maricopa County based on the Sheriff's priorities.
- MCSO has its own public information officers (PIO) that handle media inquiries. MCSO handles when and what information is released to the public regarding major law enforcement activities in the Town. The District 6 Captain works with Town Management and the MCSO PIO to coordinate release of information as appropriate; however, information must first be coordinated through MCSO Headquarters in Phoenix prior to dissemination, which may lead to delays in communication. In some cases, decisions regarding communication are made without any input from Queen Creek leadership or without advanced notification. Coordination with the MCSO PIO often occurs with the Captain as a liaison with Town Management. This creates some naturally conflicting protocols and expectations and delays on the content and timing of the release of information.
- The Town pays for the cost of new vehicles and equipment when new deputies are hired and has the option to purchase vehicles if the contract is terminated for \$1 each. Within the contract, the Town also pays for vehicle maintenance costs.
- Transport of persons arrested within Maricopa County is handled by the MCSO transportation wagon; transport to Pinal County is handled by deputies.
- MCSO provides and coordinates mandatory training for AZ POST certified peace officers, firearms training and recertification, and the training academy for new deputies. Currently, Federal monitors oversee training and operational procedures at MCSO. This has created a mandated program of hours for the deputies away from their regular duties in District 6. This condition would not be present within a municipal department.
- MCSO handles all records management, record retention and responses to public records requests from the public, as well as from attorneys. All public records requests must be submitted and retrieved through MCSO Headquarters in Phoenix.

MCSO District 6 Staffing Structure

The District 6 Patrol Division currently has five patrol squads, one community service squad, and one detective squad. Deputies work a four-day, 10-hour work schedule with consecutive days off. There are three patrol shifts per day and a variance in overlapping hours (ranging from one to three hours) which allows for: the maximum number of deputies to be on duty and available at peak times, squad scheduling to vary depending on the need, deputies to work the same hours as their supervisor, deputies to hold over a few hours if needed due to the demand in calls for service without excessive fatigue, deputies to have time and complete their administrative duties at the end of their shift without incurring additional overtime, a smooth transition between shifts, and a routine work/life balance. The overlap timeframes vary on shift ranging from one to three hours depending on the historical demand for calls for service during those timeframes in addition to allowing for there to be no gap in coverage during shift changes. This schedule allows for additional support during the two historically busy shifts (day shift and swing shift). The day shift works similar hours as the community service squad during several of the weekdays to allow for additional support while the swing shift squad has the most deputies assigned due to the historical volume of calls for service. The community services squad also covers one patrol shift per week in order to cover three shifts, seven days per week.



LAW ENFORCEMENT OPTIONS

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Federal Monitor and MCSO

In *Manuel de Jesus Ortega Melendres v. Arpaio*, a Federal court found that the Maricopa County Sheriff's Office (MCSO), under former Sheriff Joe Arpaio, systematically violated the rights of Latinos, subjecting them to racial profiling and other illegal actions. Because of these unconstitutional practices, MCSO is currently under oversight by a Federal Court-appointed monitor and the office is committed to achieving full and effective compliance with the court orders stemming from this case.

- In December 2007, Latino drivers filed a lawsuit against the MCSO and former Sheriff Joe Arpaio, alleging that MCSO engaged in a custom, policy, and practice of racially profiling Latinos, and a policy of unconstitutionally stopping persons without reasonable suspicion of criminal activity, in violation of their Fourth and Fourteenth Amendment rights.
- On May 24, 2013, the Court ruled in favor of the Latino community, finding that MCSO's policies and procedures institutionalized the illegal consideration of race as a factor in its policing practices. The Court ruled that MCSO must stop its immigration enforcement and cannot use Hispanic ancestry as a factor in making law enforcement decisions as it violates the Fourth and Fourteenth Amendments of the U.S. Constitution. MCSO was also prohibited from extending traffic stops for the purpose of investigating immigration status or calling U.S. Immigration and Customs Enforcement. The court issued an order detailing the actions required by MCSO to come into compliance and appointed an independent monitor to oversee the process.
- Despite the Court's order, racial profiling of Latinos continued. The court found that MCSO deputies demonstrated an intention to violate and manipulate the laws and policies regulating their conduct as they pertained to the fair, equitable, and impartial treatment of the Latino community. The Judge issued the Second Supplemental Court Order, which required additional oversight and reforms for MCSO.
- In November 2016, Paul Penzone was elected as the new Maricopa County Sheriff and replaced many of the MCSO executive command staff. Sheriff Penzone assumed the responsibility for compliance with the court orders, now retitled *Manuel de Jesus Ortega Melendres v. Penzone*.

After six years of monitoring, with no expiration date for the monitoring available at this time, the following information has been reported to the Federal government:

- The November 5, 2018 report issued by the court-appointed monitor showed 75% of routine traffic stop data to be inaccurate due to a software change in the County Map Roll. Since this report, MCSO engaged a new vendor to assist with traffic stop analyses required by the first order. The methodology used by the vendor is being developed with significant input from the monitor.
- The court monitor visits quarterly, including patrol district offices (e.g., District 6 Queen Creek) to ascertain compliance.
- Operational compliance is determined by the court, and is currently considered to be when the department achieves 94% or more compliance with all subsections of both orders and is consistently maintained for three years. However, the court has discretion to amend the requirements for operational compliance.
 - In the most recent report from the monitor on July 29, 2019, the monitor reported a 97% Phase 1 compliance rate, and a 78% Phase 2 compliance rate for the first court order. The monitor also reported a 99% Phase 1 compliance rate, and an 89% Phase 2 compliance rate for the second court order.
- Recurring training is required in the area of detentions, arrests, and the enforcement of immigration-related laws training; and bias-free policing training (Fourth and Fourteenth Amendment) – over and above that which is typically required for other law enforcement agencies. For example, Arizona Post (the certification agency for Arizona peace officers) requires those in the academy to take 18 hours of training for the Fourth Amendment, and six hours of training for the Fourteenth Amendment. There is no continued training required by the Arizona Post on either of the two amendments. Under the court order, MCSO officers are required to take four hours of



LAW ENFORCEMENT OPTIONS

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continued training annually on the two amendments.

- The overall implication of the Court Order and Federal Monitor on the Town is a greater cost for training and overtime (i.e., overtime due to deputies required to be out of Town and attending the court mandated training). A review of training costs from two years ago identified about a 50% increase in costs for training specifically attributed to the court order and related implementation protocols.
- Though not identified as a prevailing issue or concern in District 6 Queen Creek, other contract cities and towns have complained via their assigned deputies about the inordinate amount of clerical documentation and the pervasive level of scrutiny for every traffic stop six years into the court order and monitor oversight. Some of these contract cities speculate that this standard varies so significantly when compared to other municipal police departments and the impact this may have on retention of quality MCSO deputies. Empirical data of traffic stops, shows a significant decline in traffic stops in these contract cities.

MCSO Contractual Issues

This section of the report is intended to identify contractual deficiencies or issues that Town Management has attempted to clarify, resolve or define so that the law enforcement program delivered by MCSO would reflect the community's expectations. This report in no way reflects on the efforts or performance of the deputies or Sheriff's Department supervisors assigned to Queen Creek or District 6. These are issues that have been identified and addressed with MCSO executives during contract negotiations and dialogue that has continued for the past five years.

The following items have been identified as the above-described category:

1. Staffing
2. Communication
3. Problem-Solving Initiatives
4. Directed Patrol Hours
5. Crime Rate Data and Management

Staffing

The staffing issue has become more involved and serious in the past two contract years. Vacancies within the Sheriff's Office generated by retirement or attrition have left District 6 with up to 11 vacancies at one time. These vacancies created significant scheduling gaps that the Captain was very creative in filling. Unfortunately, the gaps were filled with deputies who had other assignments in the District; as a result, community services, traffic and other requested duties were not able to be completed. MCSO did respond by crediting the contractual price for vacant positions not staffed during a contract year, but that does not mitigate the fact the other duties and assignments were set aside or not addressed as expected.

Communication

The communication issue is felt on many levels within the Town's Management, elected body, departments and residents. The District 6 Captain is bound by MCSO department policy and the release of information in many forms is governed by County procedure. That has created delays in providing appropriate data to the management level and elected body of the Town. The obligations of the Captain to attend mandated meetings and trainings away from District 6 has prevented his ability to join with Queen Creek department level managers in a consistent manner. The Town's public information structure and processes have been complicated as the managers of District 6 attempt to satisfy both the Town's expectations and MCSO policy. This has included issues with resident and media requests, inquiries from school district officials and other community organizations at various times.



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Problem Solving Initiatives

Problem solving is one of the foundational components of the Community Policing Philosophy. Problem solving is the area that turns the department from reactive to proactive. Several attempts have been made to create such initiatives, including one designed to address the number of traffic accidents in Queen Creek. A strategic plan was created and assignments were made to produce the expected outcomes. Staffing vacancies, along with issues related to federal mandates prevented the deputies from ever completing or sustaining the strategic plan for more than a few days at a time. Other problem-solving issues that have fallen by the wayside include working with various community entities such as Canyon State Academy and the school districts, participating in the Town's special events permitting process, the creation of localized public safety announcements, and maintaining a District 6 presence on social media (such as Nextdoor) to communicate regarding neighborhood-specific issues.

Directed Patrol

Directed patrol hours were a key element of the law enforcement program desired by the Town and placed into the contract with MCSO five years ago. Along with the issues of staffing and obligated time away from District 6 as described above, the reporting system at MCSO did not allow the Captain or other managers to deliver accurate data as to the hours spent on directed patrol. It was not until the last contract year that the Captain recognized the reporting errors and has tried to take steps to correct the deficiencies. The hours at the time of this writing are still not being delivered as described in the existing contract.

Crime Rate Data and Management

The rate of crime for the Town of Queen Creek is not entirely clear. The Records Management System operated by MCSO does not distinguish the rate of crime for any individual contracted community. The crime rate is combined into one number for the entire county, which prevents Town leadership and management from understanding and describing the actual crime rate, which has a direct impact on the quality of life in the community. This also limits the amount of information supervisors of District 6 have as they attempt to strategically address issues before they become problems. Limiting the ability to plan out strategies and anticipate trends is an example of a reactive, maintenance approach to law enforcement rather than an investment approach, which a municipal police agency provides, that allows for proactively managing the quality of life for the future of the community.

All of the above contractual concerns/issues are directly related to the Town's desire to have a community-oriented public safety service. Community engagement, problem solving, partnership development and program sustainability are a direct reflection of these efforts. Currently the MCSO staffing levels, policy and procedures, as well as other resources will not allow for this type of service, particularly with the projected growth for the Town.

B. Queen Creek Police Department Start Up

Budget Projection

A five-year budget has been prepared to project the actual expenses of a municipal police department. The first-year numbers are considered the startup budget with several large expense categories that will be one-time costs or substantially reduced in the out years of the plan. The first year includes hiring the Police Chief, two Lieutenants, and one administrative staff. This is discussed in more detail in the sections below. The annual operational budget has been divided into two sections: personnel and operations. A ratio formula of 80% of the total for personnel and 20% for operations was the target goal for the total expenses for each budget year. This is not a strict target, but achieving that formula allows for flexibility in meeting necessary expenses that may confront a new department. Within each section, general categories were established to define how the money would be expended. Each category will ultimately contain line items for specific accounting and future budget preparation.



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Personnel

The MCSO District 6 FY22 projected contract staffing level is 57.69 FTEs with 54.69 sworn officers and three office staff. The proposed budget for the municipal police department was calculated starting with 56 sworn officers and three office staff members. The sworn officers are proposed in the following categories:

Chief of Police	1
Lieutenants	2
Sergeants	9
Patrol Officers 1	14
Patrol Officers 2	20
Plainclothes Officers	10
TOTAL	56

The plainclothes category is comprised of detectives, school resource officers (SRO) and community services officers as determined by the future Chief of Police.

The office staff section is comprised of three categories:

Administrative Assistant	1
Records Technician	1
Evidence Custodian/Analysis	1
TOTAL	3

The evidence custodian/analysis position would take responsibility for the records that are necessary to maintain the chain of custody for all evidence and property seized and stored by the municipal police department. This position would also function as the crime analysis technician for the department and would assist the administrative assistant in preparing statistical crime reports and all Town reports as required.

Salary ranges have been established (see Appendix 2 for Sworn and Non-Sworn Salary Table) following extensive survey and research efforts conducted by Town staff and divided into steps for each sworn position. The budget was projected using the top step of the range for Chief of Police. The mid-ranges of the salary study were used for the lieutenant and sergeant positions. Steps 3 and 4 were used for the patrol officer position. Basing the projections on these steps within the salary range allows for the selection of the very best candidate for the Chief of Police position and then provides an estimate for the selection of candidates with a range of experience, education and special skills. This diversity of experience is essential for the success and sustainability of a new department. Personnel budgets include an allowance for an annual market increase, as well as a merit step program that is based on employee performance, for an average annual increase of 5%. Not only is this step program consistent with the Queen Creek Fire and Medical Department, many police departments in the region (such as Mesa, Chandler, and Tempe) also have some form of a step program within their respective police departments. The established step program will assist in attracting lateral talent, but will also maintain market competitiveness within the region.

A 50% contribution rate was used for PSPRS, and a rate of 12% was used for ASRS in all years of the budget projection. The Town's standard rates were used for FICA/Medicare, Workers Compensation, and Unemployment Insurance. Health and dental insurance were budgeted at the highest-cost family plan for each position in the first year, and then increased by 5% each year. Overtime estimates used were based on the consultants' feedback and historical data used from other public safety offices. MCSO's overtime data was not used because MCSO is



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using higher than normal overtime hours to compensate for the current vacant positions in District 6 as well as the additional training required by the Federal monitor. MCSO's overtime costs are not anticipated to reflect what would be expected for a municipal police department.

Operations

The operation section of the budget is based on general categories that are generic to every municipal police operation. Each category will contain several specific line items that will direct spending and give perspective to the administration of the police department and direction for future budget preparations. There is a 5% annual increase included in each category each year for inflation and growth.

The first budget year includes the hiring of a Chief of Police and has significant numbers in categories that will be one-time purchases such as the IT category. Uniforms and vehicles are also significant, but like the IT category they start to decline in the second and third-year projections. The original purchase of police vehicles is offset by the contractual opportunity to purchase MCSO vehicles for \$1 each. The startup budget includes 20 such vehicles. The second and third year budget is calculated for the rollover of 10 vehicles in each year, to account for high mileage and maintenance issues.

Information technology costs are included in the one-time capital equipment purchases, as well as annual maintenance and renewal fees. A 20% contingency was included for additional unforeseen software and equipment needs that may arise during the first year of implementation. A more detailed discussion on the information technology needs and cost breakdown is included in the Appendix (see Appendix 3 for IT Recommendations and Cost Projection Table).

After FY22, the first fully staffed year, each following year in the five-year budget allows for the increase in two sworn officers and a 5% increase in all categories. Each year also includes a contingency amount of 3%, the Town-wide standard assumption.

	FY21	FY22	FY23	FY24	FY25
Personnel	\$869,007	\$9,475,323	\$10,243,182	\$11,063,471	\$11,939,552
Operations	\$274,573	\$1,754,649	\$1,796,740	\$1,891,942	\$1,996,226
Capital Equipment	\$5,880,096	\$615,000	\$615,000	\$721,000	\$757,050
TOTAL	\$7,023,676	\$11,844,972	\$12,654,922	\$13,676,413	\$14,692,828
FTEs	4	59	61	63	65

A spreadsheet displaying the individual budget categories is included in the Appendix (see Appendix 4 for Five-Year Cost Projection Table).

Recommended Staffing Structure

The staffing levels listed above deliver a community-oriented policing process with personalized, professional, and positive customer service to the community.

A four-day, 10-hour shift schedule offers a common/overlapping day. The overlapping day allows for each squad to have a dedicated shift for training each month and a dedicated shift for special or directed enforcement efforts in those specified areas that need attention. Continued training should be an emphasis in a department that wants to maintain a professional, quality relationship with its community. The dedicated and directed enforcement efforts will allow for those areas in the community that may need specific attention to be addressed in a timely manner. The



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overlapping day also allows for the majority of training and or specialized/directed enforcement to be done on duty, reducing overtime costs for these efforts.

A supervisor would be assigned to each of the six patrol squads and a detective unit, for a total of seven supervisors. A day shift, swing shift, cover shift, and night shift would allow for adequate coverage each day.

Each day could be staffed with 17 patrol officers spread across the four shifts. Staffing should be dictated by call volume and coverage needs. Each of these shifts would be complimented with detectives, school resource, and community service officers as needed.

Recruitment

It will be impossible to begin a Town-operated police department without experienced staff. As such, a comprehensive lateral process will allow the Town to consider applicants that are already working in the capacities of the position for which the Town will be recruiting. In discussing this with a number of municipalities regarding their lateral processes, they have considered only a handful of positions for lateral recruitments. Any future transition process embarked by the Town would most likely be the largest lateral recruitment process ever in the State for a police department.

The first step in creating a QCPD will be the recruitment of the Police Chief well in advance of the remainder of the transition (one year earlier or more). Once the Police Chief is on board, he/she will be able to provide experienced assistance in the roll-out of any lateral recruitment program. Additionally, the Police Chief will be able to set the mission and values of the department for which candidates must be rated to ensure the Town receives the right candidates. The Police Chief will also be key in the development of departmental policies and procedures prior to any additional staff being hired. Having the policies and procedures in place will be an important milestone in ensuring new staff has a seamless transition from one agency to the next.

As part of the recruitment strategy, the Town must also take into account the current challenges in police officer recruitment throughout the country due to several issues, including:

- The lack of qualified applicants. According to a 2018 study by the Police Executive Research Forum, 66% of police departments are seeing significant declines in applications from just a few years ago.
- The negative press of recent officer-involved shootings has impacted the perception of former candidates to seek other professions.
- National studies show that the stability of the public safety profession is not as much of an attraction to the current generation (i.e. Millennials) as prior Generation X and Baby Boomers. As such, it is common for the current generation to seek other opportunities only after a couple of years on the job, or to not even seek a public safety position at all due to personal safety concerns, perception of the profession, schedule restrictions, etc.
- Even though there continues to be an increase in the level of illicit drug use, minor criminal and civil activities, obesity, and other issues, the physical and mental requirements for a certified officer has not changed. While these requirements should not change, this statement is to point out that the number of qualified applicants are reduced because many applicants who have been involved in these increased illegal activities or physical restrictions are almost immediately eliminated from consideration.
- The role of the police officer continues to grow more complex requiring expanded skill requirements, further constricting the pool of candidates. Even though there have been many innovations that can assist in helping officers become more efficient, the use of these innovations often require more complex decision-making and intuition.
- In the 1990s and 2000s, police officer recruitments were based on a localized market. Recruitment strategies now require a set of more creative attraction techniques outside the local market and even into other States in the region.



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Hiring an experienced Police Chief well in advance of the transition to a Queen Creek Police Department will assist in alleviating some of the recruitment challenges listed above. Additional recruitment considerations are listed in the Appendix.

Information Technology (IT)

Recommendations for IT infrastructure, personnel technology, mobile technology, and desktop software have been included in the QCPD budget above. Specific recommendations are included in the Appendix (see Appendix 3 for IT Recommendations and Cost Projection Table). Information Technology recognizes that there may be additional, heretofore unknown, technology needs that are not addressed in this document at this time, but which may need to be addressed in the future.

Evidence Storage

The existing building should be sufficient to provide evidence storage for the first few years of a Queen Creek Police Department; however, additional space will soon be necessary. There are a few options for acquiring this space.

- The Town could partner with the Town of Gilbert to use their large, recently constructed evidence storage facility. Gilbert has indicated that they would be willing to consider an intergovernmental agreement with Queen Creek. However, this option is not recommended for the long term as there could be the potential for chain of custody concerns.
- The Town could rent industrial warehouse space.
- The recommended long-term option is to plan to construct a permanent evidence storage facility. This facility does not need to be large to serve the Town's needs, and could possibly be an expansion of the existing building.

Jail/Booking Fees

Under the contract with MCSO, the Town does not pay jail booking and housing fees. If a QCPD were created, the Town would be responsible for booking fees and per diem housing rates. An annual estimate for these costs is included in the above QCPD budget based on the comparison cities' annual budget amounts. The Town's historical data was not used because MCSO does not track these fees for District 6.

Maricopa County FY20 Jail Booking and Per Diem Rates:

Booking Rate: \$366.51

Housing Per Diem Rate: \$105.15

Pinal County FY20 Jail Booking and Per Diem Rates:

Booking Rate: \$193.20

Housing per Diem Rate: \$72.50

Intergovernmental Agreements (IGA) and Agency Relationships

Crime Lab

The State Crime Lab provides forensic services to all police agencies in the State, including scientific analysis of evidence, technical crime scene assistance, secure storage of evidentiary items, training, and expert testimony. Several police departments consulted have indicated that access to the DPS Crime Lab should not cost the Town, as the Bureau's services are provided to all police agencies, and that access to the Crime Lab is not dependent upon an agreement or separate contract. Interestingly, the Crime Lab's website cites its current backlog of cases. For



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instance, as of the writing of this report, Blood Alcohol Analysis have an average turnaround time of 19 days; Blood Drug Toxicology reports have an average turnaround time of 58 days; Controlled Substances reports have an average turnaround time of 27 days; and Latent Print reports have an average turnaround time of 20 days. The Town; however, may have options for more expedient services.

A few local municipalities have their own in-house forensic testing laboratories. Partnering with another municipality may reduce wait times and provide a higher level of technical service; however, any such partnership will come at a cost to Town. In addition, outsourcing forensic laboratory analysis to private vendors may be a possibility.

Communications Center (CAD) (Dispatch)

A partnership with another municipality for dispatch services is recommended rather than starting a Queen Creek dispatch center. The technology equipment needed for these centers is expensive and requires regular updates. Additionally, these areas traditionally have high personnel turnover and challenging recruitment. While other police departments in the Valley have their own dispatch centers, it is common in other states for dispatch centers to be regional partnerships among many cities. Because a Queen Creek Police Department would be a new department, it creates an opportunity for partnering with another municipality.

The QCPD budget presented above includes an estimate for costs associated with a dispatch IGA. The City of Mesa and the Town of Gilbert have both indicated that they would be willing to consider an IGA. The City of Mesa may be a natural partner, as they are already the Regional 911 dispatch center for Queen Creek Fire and Medical. The annual cost estimate for an IGA was based on the Town's existing IGA with Mesa for Fire dispatch, and is estimated at \$370,000 the first year. The cost is based on number of dispatches, with annual increases already budgeted into the above QCPD budget.

Specialty Units (SWAT, Narcotics, Street Crimes, K-9 Unit, etc.)

It is not expected that a Queen Creek Police Department would need to have these specialty units at start up within the department. It is common practice for municipal police departments to have intergovernmental agreements with other agencies. These agreements involve training a number of officers within the department to serve in a regional unit as the need arises. Both Gilbert and Mesa have indicated that they would consider intergovernmental agreements with the Town. It is common for the municipal police departments to have IGAs for specialized services, often at little to no cost. As the Town grows, there may be a need for some special units to operate within QCPD in the future.

Family Advocacy Center

Family advocacy centers provide certified forensic interviewers and medical evaluation staff, and can provide on call 24/7 support for incidents that occur outside of normal business hours where immediate interviews are necessary due to the serious nature of the crime (child sex assault, murder, kidnapping, etc., where the suspect is at large and not known). Additionally, they provide advocacy services to child victims of abuse and their non-offending family members. It is common to contract for these services. Based on the comparative cities, \$2,500 per year has been included in the above budget.



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Staffing and Other Impacts to Other Town Departments

A Queen Creek Police Department would also create the need for additional support staffing in other departments. The five-year Operating Budget projection includes additional positions programmed within the five years associated with a Town police department. The annual costs for new FTEs outside of the Police Department budget that are anticipated within the first five years are shown in the table below. Additional information on the positions follows in the narrative. The recruitment/advertising costs are one-time costs for the department start-up hiring.

Operating Budget	Amount
3.5 FTEs	\$350,000
Prosecutor/Public Defender (If contracted without IGA).	\$125,000
Liability Insurance	\$250,000
Recruitment/Advertising (one-time cost)	\$100,000
TOTAL	\$825,000

Information Technology

Recognizing the need for additional support staff for emergency services, IT would recommend the following additional staff positions. These positions are in addition to the current IT staffing levels at the Town.

- One FTE for police support. This is for support of all software and hardware required by the police department. Password resets, software/network access, software security, phone systems, training, and IT administration would be covered by this employee. Initially it was evaluated whether support would require 24-hour service; however, based on feedback from our consultants and via other agencies, it is only expected for emergencies. The Town currently utilizes managed services to assist in major disruptions that occur.
- Half an FTE for communication and radio support. This position would support all radios for both Fire and Police. It was brought to the attention of IT, during these discoveries, that Fire is very close to the point where they are going to need an employee for their radios and this position would provide for that need as well. As a result, half of this position can be attributed to the newly formed police department.
- Additional IT staffing resources with regard to GIS may need to be evaluated in the future; however, it is not recommended for the initial start-up.

Human Resources

There will be an impact to the workload for human resources with the additional staffing and on-boarding for the new police department staff. As part of the FY20/21 budget staffing assessments, it was already proposed to hire a new Senior Human Resources Analyst as part of the continued growth of the Town and the future staffing of Station 5 for the Fire Department. It is expected that this new Senior Human Resources Analyst will assist in the workload brought forward by the addition of the police department. Note, though, that for most police departments, employee relations due to police officer disciplinary issues is handled in-house by police supervisory staff assigned to internal affairs, and human resource staff rarely gets too involved in sworn police investigations.

Communications, Marketing and Recreation

Similar to Human Resources, as part of the FY20/21 budget staffing assessments, it was proposed to hire a Public Information Specialist for public safety in preparation for the continued growth in the Fire Department and to assist in dissemination of MCSO information. With the addition of the police department, the Public Information Specialist would now serve in a higher-level capacity as a Public Information Officer (PIO) for both public safety departments.



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This position would be responsible for all media relations, community engagement and social media updates needed for both the Fire and Medical and Police departments, with social media posts and responses being the most time-consuming due to the timeliness necessary to make the information relevant and keep the public informed.

Fleet

Based on the addition of 55 vehicles to the Town's fleet, it may be necessary to hire up to two additional mechanics to maintain the vehicles. When it comes to deciding how many mechanics are needed to maintain a fleet of vehicles a formula known as Vehicle Equipment Units (VEU) is used. One VEU is equal to approximately 15 annual maintenance labor hours required to maintain a piece of equipment.

Town Prosecutor/Public Defender

Pursuant to Town Code § 5-5, the "Town attorney shall serve as the town prosecutor and will represent the State or the Town in all contested matters and in all other matters where representation is requested or required by the Town Council, the presiding judge or by law." To date, the Town Attorney's office has provided services only in relation to administrative hearings, but could act as prosecutor as needed going forward.

Currently, the Town has an intergovernmental agreement (IGA) with the Town of Gilbert for court services for Town Code violations. MCSO sends all other violations to the San Tan Justice Court under Maricopa County; violations in Pinal County are handled by the Pinal County Court. Under the current agreement with Gilbert, Gilbert provides prosecutor and public defender services and keeps all fines that are collected as payment for services provided to the Town. If the Town starts a municipal police department, the Town may choose to renegotiate the IGA with Gilbert, or explore an IGA with Maricopa County for the same services. In addition to any fines that are collected, there may be some additional costs involved to cover administration costs because the number of cases will increase. It is anticipated that this cost increase would be less than the Town contracting separately for prosecutor and public defender services. Based on costs from other comparison cities, it is estimated that a contract could cost \$125,000 annually.

Liability Insurance, Workers Compensation and Risk

One of the advantages of continuing with the MCSO contract is the limited liability of both workers compensation and property risk. For example, if an MCSO officer is involved in a shooting, that liability currently lies with Maricopa County as per our contract. Once the Town decides to move to its own department, those risks are transferred to the Town. The Town participates in the Arizona Municipal Risk and Retention Pool, which is comprised of approximately 70+ municipalities throughout the State of Arizona. The advantage of a pool is that the Town is able to spread the risks across participating municipalities. However, there will be additional costs by adding a police department. For property and liability, it is expected that those costs will increase by 50% based on comparative analysis of similar-sized municipalities. As such, the Town should expect an increase of approximately \$250,000 annually as an estimate. Workers compensation costs will also increase; however, the Town already estimates workers compensation costs for all additional FTEs regardless of assignment. It is estimated that police sworn workers compensation costs comprise of approximately 5% of salary, or another \$250,000 impact annually to the budget. Property, liability, and workers compensation costs can decrease or increase annually based on experience rating from one year to the next.



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C. Pros and Cons Comparison Between a Queen Creek Police Department and MCSO Contract

The table below compares the differences between a Queen Creek Police Department and the MCSO contract. Including a column for contracting with another municipal law enforcement agency would result in many of the same issues that are currently listed under the MCSO contract option regarding the lack of autonomy, accountability and responsibility. The exception would be that another municipality would not be under the oversight of the Federal Monitor. For the sake of brevity, this third option is not included in the table; however, may be considered as generally interchangeable with the MCSO contract option below.

Objective	QCPD	MCSO Contract
Accountability and Responsibility	<p>Pro: QCPD would be accountable and responsible to the community and Town Management; QCPD staff hired/fired by the Town.</p> <p>Con: Although appropriate legal structure and insurance provisions exist, Town would be responsible for controversial police actions and behavior (e.g., Officer actions involving a notice of claim).</p>	<p>Pro: Reduced liability for controversial police actions and behavior (e.g., Officer actions involving a notice of claim).</p> <p>Con: MCSO is responsible to MCSO standards and management with minimal accountability directly to Town management. MCSO Deputies and Captains are rotated regularly; tenure suffers; Sheriff is up for election every 4 years, causing possible differences in leadership strategies and style.</p>
Responsiveness to Town Leadership	<p>Pro: QCPD would communicate directly with Town Management and Council, responsiveness and communication would be greatly increased with a QCPD.</p>	<p>Con: MCSO is primarily responsible to Sheriff's Office executives. Captain is only member of District 6 who responds to Town leadership. Takes long periods of time to have MCSO respond to Town needs outside of their normal purview.</p>
Communications Protocol	<p>Pro: Clear and direct communication between Town Management and QCPD and QCPD and community; Police Chief working with the PIO (message protocols) controls message shared with community.</p> <p>Con: Additional PIO staff time.</p>	<p>Pro: County provides PIO position.</p> <p>Con: Town cannot manage message protocols with internal MCSO District 6 staff, nor with the community. There is also a delay in communication due to the information going through MCSO Headquarters.</p>
Community Policing and Involvement	<p>Pro: QCPD could provide active attendance at local meetings; meet with businesses; and provide staffing levels for additional programming. The relationship with the community would be substantially increased, creating a much higher level of trust and confidence in the Town and police services.</p> <p>Con: Potential additional staff time and resources.</p>	<p>Con: MCSO does not have the capacity or resources to do this, as they do not have control over turnover of deputies, and they are understaffed; MCSO offers only Coffee with a Cop and biannual prescription take back events.</p>



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Directed Patrols / Enforcement Efforts	<p>Pro: Town would control all efforts and outcomes related to this need. COP philosophy based on problem solving with a sustained effort for solutions.</p>	<p>Con: MCSO decides where their available resources / services are allocated. Under MCSO, these have not been followed through with. The MCSO capacity and available resources do not allow for these services to be provided to the Town currently.</p>
Hiring	<p>Pro: Town control over who is hired at all levels; Police Chief would be hired by Town Manager.</p> <p>Con: Town resources and time to conduct hiring.</p>	<p>Pro: County manages hiring and recruitment.</p> <p>Con: Town has no control over who is hired or fired at any level in District 6.</p>
Retention	<p>Pro: Pride in working for local community. Salary structure, promotional opportunities with municipal department.</p> <p>Con: Town resources and time to manage retention program.</p>	<p>Pro: County manages time and effort with internal investigations.</p> <p>Con: No control over promotions, special assignments, who is rotated in/out of District 6; lack of continuity, sense of team and lack of ownership or pride in local community.</p>
Vacancies	<p>Pro: Town controls the recruiting, when and how to fill vacancies, which has a direct relationship to the outcomes achieved by hired staff.</p> <p>Con: Time and resources needed to recruit new staff to fill vacancies.</p>	<p>Pro: County handles the hiring process.</p> <p>Con: MCSO controls who is hired and who is attached to District 6 without any input from Town. MCSO may not give priority to filling vacancies to District 6; lack of control. Town has no impact on who is representing their community.</p>
Training	<p>Pro: Town-specific training plan for all levels of staff, sworn and non-sworn.</p>	<p>Con: Staff time and resources for developing and administering the training program. Pro: MCSO has an established training regimen.</p>
Costs Evaluation	<p>Pro: Town can control its own costs, with oversight from Town Management.</p> <p>Con: The Town would take on liability costs.</p>	<p>Pro: MCSO is less expensive, largely due to lower salaries and economies of scale. MCSO takes liability costs.</p> <p>Con: MCSO can continue to raise costs as it sees fit.</p>
Branding	<p>Pro: Clear QCPD Branding</p> <p>Con: Cost associated with branding vehicles and other materials.</p>	<p>Pro: MCSO has established branding.</p> <p>Con: Confusion about whether District 6 is dedicated to the Town or housed out of MCSO Headquarters.</p>



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Customer Service Quality	<p>Pro: TOQC has the ability to control customer service quality through training and incentives. Reports and other information would be available locally.</p> <p>Con: Staff time and resources for administering customer service training and standards.</p>	<p>Pro: MCSO oversees the training for customer service.</p> <p>Con: Town cannot control customer service quality of deputies. The Town does not do performance evaluations of deputies. The public who visit the Queen Creek Law Enforcement Building lobby are often sent to retrieve reports or other information from the MCSO Headquarters in Phoenix.</p>
Federal Monitoring	N/A	<p>Pro: Some issues have been resolved and District 6 has been instrumental in meeting Federal standards.</p> <p>Con: Federal monitoring of MCSO has been in place for several years and will continue into the near future. Mandatory training, reporting, inspections and survey all take time away from assigned duties within District 6.</p>
Department Operating Policies and Procedures	<p>Pro: The Town can create clear, decisive, and current department operating policies and procedures that are specific to the Town and align with Town Council goals.</p> <p>Con: Staff time and resources to write policies and procedures.</p>	<p>Con: MCSO works under their administration and policies. Town does not have control over how the services are managed and the policies they operate under which may not provide the desired outcomes or meet expectations of the Town.</p>
Relationship with Town Departments	<p>Pro: QCPD would be directly involved in Town Management team, creating a combined community policing effort integrated into Town departments.</p> <p>Con: Department time as community policing is a combined effort from all Town departments.</p>	<p>Con: Current relationship with Town Departments is not integrated. Relationships with other municipalities and the community is not controlled by Town. Currently, there are minimal relationships and the Town has no direct ability to impact the outcome or change this.</p>
Data / RMS System	<p>Pro: Town can control which system is used for their services and the flow of data.</p> <p>Con: Town will be responsible for maintaining the system.</p>	<p>Pro: MCSO provides the system and upgrades and is responsible for maintenance.</p> <p>Con: MCSO decides which system is used and when it is upgraded. Unknown if MCSO data is accurate; MCSO does not have an RMS system (important to note). Town has no control over what data they receive for planning and management purposes.</p>



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2019 POLICE SERVICES STUDY

Strategic Planning	<p>Pro: QCPD could be intimately involved in this process, whereas MCSO is only moderately involved at this current time; CSP Goals (Safe Community, Quality of Life).</p> <p>Con: Staff time and resources.</p>	<p>Con: The Town has little or no impact on the MCSO future planning for services, or when the requested level of service is met.</p>
Special Teams	<p>Pro: IGAs would allow the QCPD to establish partnerships and relationships with all surrounding agencies, including MCSO, to ultimately enhance the services provided to the Town at minimal expense, as resources are shared.</p> <p>Con: Unknown level of service and costs until IGAs are established.</p>	<p>Pro: MCSO provides special teams services needed and used by the Town.</p> <p>Con: Response times may be long and resources may be deployed elsewhere.</p>
Vehicles	<p>Pro: Town purchases and uses all vehicles in-house.</p> <p>Con: Additional resources needed in Fleet Division.</p>	<p>Pro: MCSO staff coordinates the purchase and maintenance of vehicles; however, the Town pays for the initial purchase and maintenance within the contract.</p> <p>Con: It is unknown if MCSO vehicles purchased by TOQC are being used in District 6 only. Lack of verification of District 6 receiving the vehicles the Town pays for.</p>
General	<p>Pro: Autonomy is maintained within the Town leadership. Desired outcomes can be achieved with consistent policy and procedure. Partnerships and problem solving techniques can be deployed with the appropriate staffing allocations. Rural to urban area transformation can be managed to mitigate the impact of growth on the rate of crime. Dollars spent for law enforcement services become an investment instead of maintenance.</p> <p>Con: Burden for autonomy is assumed by the Town. Includes: capital start up, increased workload for other Town departments, increased liability.</p>	<p>Pro: Easy, lower cost, low liability, low impact on other Town departments, administration handled by MCSO, specialized resources (when available), existing services (i.e. evidence processing and storage services; transport vans for jail / subject transport), jail costs are not charged to Town, legal costs are not charged directly to Town.</p> <p>Con: Specialized resources are not always available, reactive nature of program, capability vs. usability of additional services offered by MCSO.</p>



FINDINGS AND CONCLUSIONS

2019 POLICE SERVICES STUDY

The Town of Queen Creek has transitioned from a rural community to a more urban environment, and the growth is forecasted to continue for the foreseeable future. As the community's needs have changed, Town leadership has expressed a strong desire to see more proactive and community-oriented policing strategies be employed to prevent crime.

The Town's contract with MCSO has served the community well; and provided cost effective law enforcement during a time of fast growth, particularly during the Great Recession. Many individual deputies who have been assigned to District 6 have also formed relationships with residents. However, the culture and traditional policing methods employed by the Sheriff's Office limit its ability to adapt to the needs of a fast-growing, urban community. The challenges associated with communication and reporting are also factors that need to be considered moving forward.

If the current levels of service are acceptable to the community, then the contract with MCSO should be continued. However, given MCSO's challenge in filling positions and meeting the current demands for communication and proactive policing, the Town's growth trajectory could result in reduced services in the future.

The current level of service and staffing provided by MCSO is a baseline standard for a reactive police program. This level of service does not provide any mitigation for growth in population, growth in land area and use, and the changes in demographics that occur with this growth. MCSO has demonstrated their inability to maintain the contracted staffing levels along with the inability to sustain any initiatives beyond the basic reactive police program. This baseline standard represents a contract that is maintenance only for the community's daily needs. The money spent for the present contract does not represent any investment for the future quality of life in Queen Creek.

If Town leadership feels that community-oriented policing will enhance engagement and partnership with the community, keep crime rates low as the Town continues to grow, and provide direct control of law enforcement to Town leadership, maintain and/or enhance the quality of life, then a Queen Creek Police Department should be pursued.